



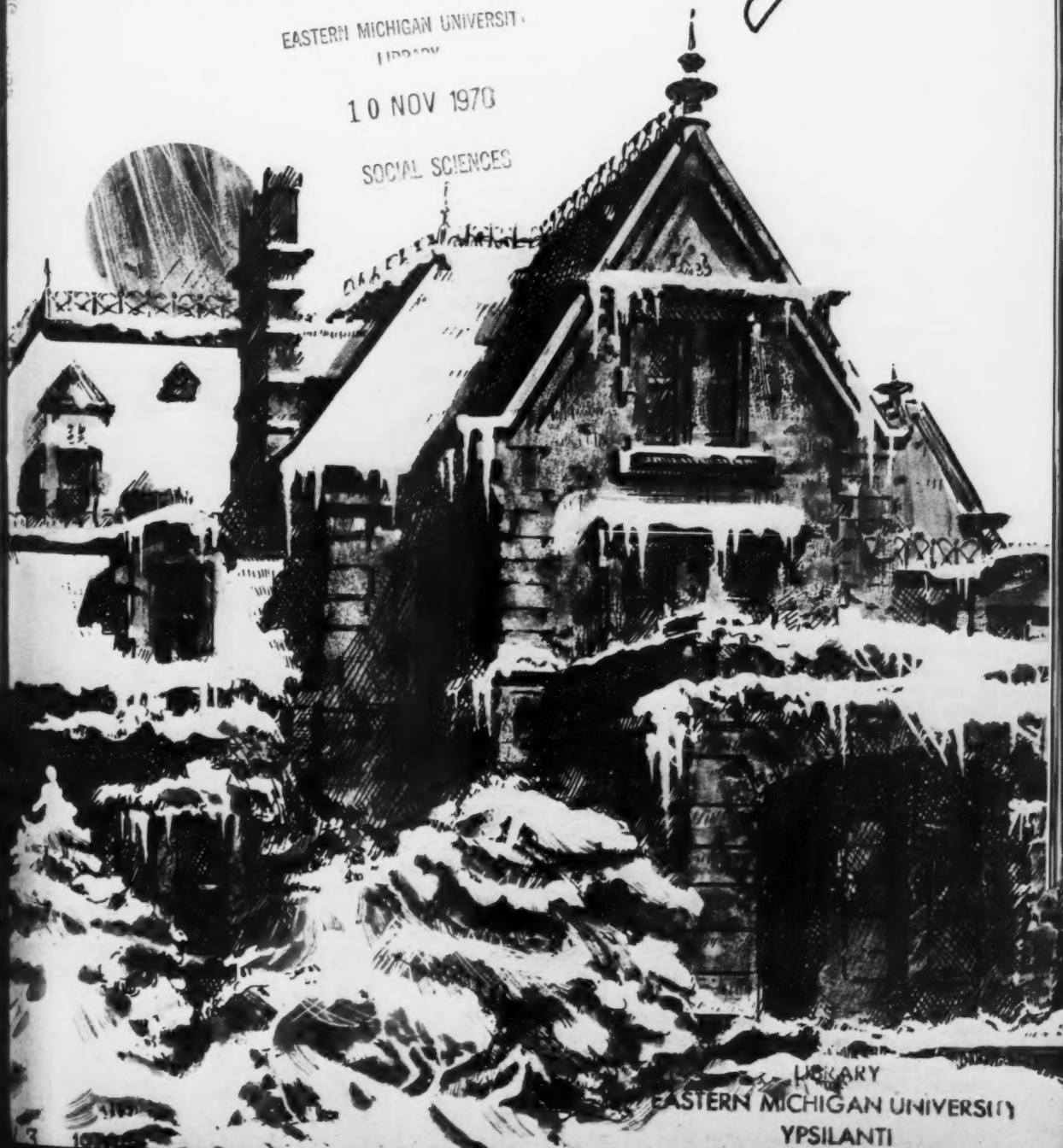
Challenge

November—December 1970

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Challenge

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HUD CHALLENGE serves as a forum for the exchange of ideas and innovations between HUD staff throughout the country, HUD-related agencies, institutions, businesses, and the concerned public. As a tool of management, the magazine provides a medium for discussing official HUD policies, programs, projects, and new directions. **HUD CHALLENGE** seeks to stimulate nationwide thought and action toward solving the nation's housing and urban problems.

Send all editorial matter to: Editor, **HUD CHALLENGE**, Room 6239, Department of Housing and Urban Development, Washington, D.C. 20410.

The cover sketch is from a pen and ink drawing by David Fischler of Norwalk, Conn. The ornate Victorian mansion in Norwalk, was built by financier LeGrand Lockwood in the 1860's and restored with the aid of a \$100,000 HUD Historic Preservation grant.

LOOKING AHEAD

A plan to convert "mothballed" merchant ships into housing factories is being studied by The Stanley Works of New Britain, Conn., under a joint HUD-Maritime Commission contract. The six month, nearly \$100,000 project will test the effectiveness of using a National Defense Reserve Fleet vessel for producing housing components using modular or prefabricated housing production techniques. Plans will be developed for a prototype factory at a site selected by HUD.



Georgia's new method of arranging for investment in residential mortgages is a possible model for other states' participation in the GNMA mortgage-backed securities program. The new system involves inviting all FHA-approved mortgagees in Georgia to bid for the sale of mortgage-backed securities to state pension funds. This resulted in a commitment by two state pension funds to purchase \$9 million of these securities.



An innovative plan to build platforms over highways, streets, railroads, and railyards to serve as urban housing sites was projected in a recent HUD report. Technological advances in prestressed and lightweight concrete could increase the possibility of building concrete and steel "land in the air" complexes.



Today one in 47 Americans lives in a dwelling subsidized by Federal, state, or local government. By 1978 this figure will increase to one in nine Americans living in government subsidized homes—if targets adopted by Congress are met.



Recent HUD contracts have been awarded to find ways to bring more joy to the streets. The American Society of Landscape Architects Foundation received a \$74,500 grant to develop an improved system of street signs. The Architects' Renewal Committee in Harlem, Inc., got \$192,704 to open up a street for recreation as a street park in New York City's Randolph Square.



Two types of plastic pipes for drainage purposes have been accepted by FHA for use in new construction of multi-family buildings up to six stories. According to an article in the *Arthur D. Little, Inc. Industrial Bulletin*, almost all of the 400,000 mobile homes produced in 1969 used plastic drain, waste, and vent systems.

FROM MOTHBALLS TO FACTORIES

STATE BOOST FOR MORTGAGE-BACKED SECURITIES

LAND IN THE AIR

THE SUBSIDIZED HOME

STUDIES ON THE STREETS

PLASTIC PIPES

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In the changing urban landscape, historic and architectural landmarks provide links with the past and examples for the future. As HUD Secretary George Romney says: "A city without a sense of its past can have little hope of planning for its future. For cities, like people, the heritage of the past can provide the identity and the place around which new commitments are made."

While helping to build the cities of tomorrow, HUD has several programs designed to conserve the nation's historic resources. Grants from the Historic Preservation Program, administered by the Office of Metropolitan Planning and Development, have helped over 30 states and localities purchase, restore, and improve old buildings and areas. In addition, urban renewal funds are available for localities to acquire and restore historic properties in urban renewal project areas. To help develop innovative techniques to assist these two operating programs, HUD's Office of Research and Technology administers the Urban Renewal Demonstration Program.

Of course not everything of historic or architectural significance can be saved; difficult decisions must continually be made as to what should be preserved. The buildings and areas that can be saved through HUD assistance are those that can continue to have a meaningful presence in the community.

Buildings rescued with HUD assistance range in type from a small log cabin in Helena, Mont., to an elegant mansion in Norwalk, Conn. Once restored, these buildings are converted into museums, libraries, information centers, government offices, historic societies, or other community facilities.

In addition to helping renovate old buildings, the Historic Preservation Program aids areas such as Easton, Pa., which built a park around a section of the old Lehigh Canal, noted for its historic locks and early industrial architecture. This program, after three years of operation, has provided \$2.3 million in matching grants. The maximum grant available for any project in a single year is \$100,000.

In Boston, two blocks of market buildings flanking Quincy Market, the central unit in a three-building complex, were restored with urban renewal funds. To qualify for these funds, localities must mention historic preservation goals in their original Urban Renewal Plan. The program generally provides two-thirds of the restoration cost in urban renewal areas, with maximum grants up to \$90,000. These grants can also be used to acquire historic buildings for resale—subject to historic preservation requirements—as well as for moving such buildings within or outside a project area.

The Urban Renewal Demonstration Program has funded studies of ways to preserve whole areas, such as the Vieux Carre section of New Orleans, La., and College Hill in Providence, R.I.

Properties assisted with HUD funds must meet the same criteria for historical or architectural significance as those eligible for listing in the National Register of Historic Places maintained by the National Park Service of the Interior Department. In addition to preserving buildings of national distinction, HUD grants encourage preservation of properties important to state and local history which are often most vulnerable to urban development pressures. Funds from HUD's Open Space Land Program

and Urban Beautification and Improvement Program can be used to complement preservation grants.

Samuel C. Jackson, Assistant Secretary for Metropolitan Planning and Development, pointed out that historic preservation can be made very relevant to what's happening today. "For example," he said, "by assisting the preservation of some sites of special significance to minority groups, we can complement current efforts to 'redis-

cover' the forgotten contributions that such groups have made to the history of this country."

By combining architectural variety and historical significance with contemporary utility, restored buildings can rejuvenate a city. In addition, historic preservation often stimulates private restoration and tourist interest while conserving the best features of the man-made environment.



SOUTH SAN FRANCISCO OPERA HOUSE

A Gold Rush opera house in the 1880's, this building is being restored for use as a recreation center in a Model Cities neighborhood. A complementary grant under HUD's Open Space Land Program will help create a needed adjacent park.

EAKINS HOUSE, Philadelphia, Pa.

Thomas Eakins, one of America's great artists, lived in this Victorian row house from age two until his death in 1916. Many of his famous works were created here. A National Historic Landmark, the building will serve as a museum and art center in a Model Cities neighborhood.





LOCKWOOD-MATHEWS MANSION, Norwalk, Conn.

This ornate mansion was built by a financier in the 1860's at a cost of \$1.5 million. Once considered a "white elephant," it has since won recognition as an architectural forerunner of the

great mansions of the "Gilded Age." The interior—featuring carved marble, wood inlay, murals, and painted decorations—has been termed a "museum of craftsmanship."



KLUGE HOUSE, Helena, Mont.

This small house, started in 1874 and enlarged in the 1880's and '90's was built by a European settler using the half-timber construction method common in Europe but rarely used in this country. Officially known as the Kluge House after its builder and locally called "The Maverick," the house is being restored by the city as a rest facility on the upper end of a walking trail which leads through the historic part of Helena. Residents and community groups are helping with donations of materials and labor.

SHIRLEY-EUSTIS HOUSE, Boston, Mass.

Built in 1747 this house in Boston's Roxbury district was inhabited by the first two governors of Massachusetts—William Shirley and Dr. William Eustis. The Palladian window in its grand salon is believed to have influenced George Washington, Shirley's friend, in his design of Mt. Vernon. After restoration, the house will be used as a neighborhood center.



QUINCY MARKET, Boston, Mass.

Constructed in the 1820's, the Quincy Market complex is a classic example of Greek Revival in this country. After restoration with the help of urban renewal funds, the area surrounding Faneuil Hall will link Beacon Hill and the modern Government Center with a revitalized harbor

front, South Market Street, shown in the drawing, will be converted into a colorful pedestrian mall. The exterior of Quincy Market, the copper domed central building, is being restored with the aid of a HUD historic preservation grant.





GOVERNOR GOODWIN MANSION, Portsmouth, N.H.

Once the home of Ichabod Goodwin, New Hampshire's first Civil War governor, this mansion

built in 1811 was restored and moved within the urban renewal project area in Portsmouth, N.H.

NEW ENGLAND ACADEMY, Haverhill, Mass.

New England poet John Greenleaf Whittier attended this Academy and wrote his first published poem for its dedication in 1827. Used as a public school since 1841, the Academy has been restored as a community meeting place and public office building. ©



editor's notebook

This is the last bi-monthly issue of *HUD Challenge*; beginning with the next issue in January, 1971, the magazine becomes a monthly. At that time it becomes available only on subscription through the Superintendent of Documents. A form and information is provided on the outside back cover. If you wish to continue receiving *HUD Challenge*, please fill out and mail.

A new simplified lease to be used in renting more than 20,000 units of public housing has been adopted by the Philadelphia Housing Authority in collaboration with the Resident Advisory Board, an umbrella group for all public housing tenants. The lease, drawn up in simple English, has lost nothing in the precision of meaning or the rights and responsibilities of the Housing Authority and its tenants. It is the first document of its kind which spells out tenant rights.

"Hunger is the only credential necessary." That's the motto of a brand new project in Toledo, Ohio, launched with a Model Cities grant of \$27,000. The new facility is called *Kitchen for the Poor* and it is providing better food for both old and young people who live in the inner city. Another imaginative program made possible by a Model Cities grant is being operated in Chicago for preschool children three and four years old. *Schome*, as the program is called, (shorthand for school and home) gives children both social and academic guidance.

A nationwide review of occupancy patterns by racial designation in low-rent housing has been completed by members of EO's Assisted Programs staff in conjunction with Housing Assistance staff. The review showed that of 5,192 public housing projects located throughout the country, 1,992 are integrated. Other statistics show 43.2% of all projects have a black occupancy of 75% or more, and 32.7% of all projects have a white occupancy of 75% or more.

A recent *HUD Challenge* article honored the "New R.A.'s at HUD" but two appointments were made after our deadline. Since then, Robert H. Baida has been appointed Administrator of the San Francisco Regional Office and; Robert L. Morgan became the Fort Worth Regional Administrator.

The Housing Authority of Nanticoke, Pa., recognized the bravery and heroism of Mark Wasilewski, a 12-year-old fatherless tenant in Nanticoke Terrace, by awarding him an embossed plaque. Mark rescued William Borowski and Gregory Frank from drowning in a mine-stripping hole in Nanticoke. He applied artificial resuscitation learned in Boy Scouts and saved their lives.

Leo Haberman, director of Technical Services Division, New York Region, was awarded Polytechnic Institute of Brooklyn's first Engineer Degree during the 1970 commencement. The degree—which ranks midway between the master's and doctoral degree—represents a trend among top engineering colleges throughout the country.

A "get tough" policy has been instituted in Philadelphia against landlords who persistently violate housing laws. Arrest orders have been processed and warrants issued. Those arrested will be booked, fingerprinted, and jailed until they pay the fines.

The New York City Housing Authority has distributed to its 150,000 tenants the first issue of *The Housing Authority Journal*, an 8-page tabloid newspaper to be published bi-monthly.

CORRECTION: On page 14 of the July-August issue, Vol. 1, No. 5, the Alpha Omega Chapter of Omega Psi Phi fraternity was incorrectly referred to as the Omega Chapter.

NEW america



TOP: Jonathan planner Ben Cunningham (left) and Henry McKnight discuss Jonathan Housing Corporation plans in the living room of Jonathan's first modular home being displayed during the fall dedication.

RIGHT: One of the ideas for the future—perhaps two or three years away—being demonstrated at the dedication is a household television converted to a viewer for receiving computerized information... an "appliance" destined to become as common as an electric mixer.

LEFT: Jonathan prime mover Henry McKnight starts the day by inspecting the land on which the 5,000-acre town is being created. He takes time to exercise Nick on Lake Grace's south shore—the site of a full-range recreational area.

A "new America" is springing to life in Jonathan at Chaska, Minn. In this new community, builders are concerned with the enduring values of the community where people walk but never have to cross roadways and where at least one-fifth of the town will always be green space and lakes.

Jonathan has come a long way since the day late in 1967 when plans were announced that 5,000 acres of Carver County farm land would be converted into a city of 50,000 population. A major boost was given to the development in February 1970 by selection of Jonathan as the first recipient of a HUD guarantee under the 1968 New Communities Act. Federal backing of up to \$21 million in private investment supplied the "front end" money that sparked Jonathan's life and growth while construction elsewhere was close to a standstill.

The new community's formal dedication was held late in September. A distinguished retinue of Washington officials, planners, ecologists, and new town developers from throughout the nation were on hand. Based on a "New America" theme, the dedication featured commerce and industry, recreation, environment, and housing.

Dedication activities consisted of open house at the plants, offices, and research facilities located in Jonathan's industrial center; demonstrations of modular housing innovations; opening of the first village shopping center; a host of special events including an art exhibit, concert, horse show, and boat races.

Idea Becomes Reality

It was State Senator Henry McKnight who conceived the idea for a Minnesota new town more than 10 years ago. Ever since, he has been living his idea and actively involved in

making it a reality. An ardent conservationist and land developer, McKnight is president of Jonathan Development Corporation.

In discussing his goal for the new America, McKnight asks, "Can you visualize a barefoot boy and his dad fishing in a lake or stream just a minute's walk from home? Or a family on a leisurely Sunday afternoon strolling along wooded paths? If we can provide these things 20 years from now, we will have accomplished one of the things we're trying to do."

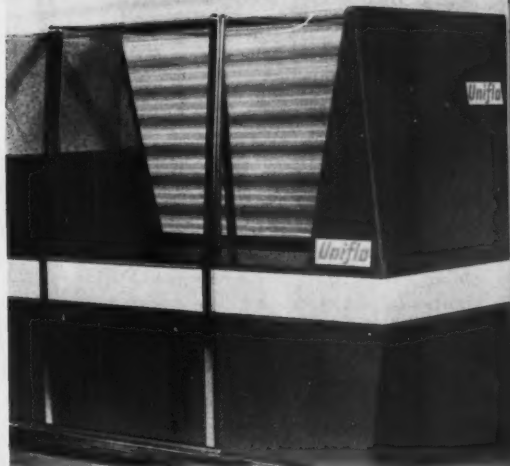
His dual objective at Jonathan is to provide a wide choice of life styles for 50,000 residents while preserving the best features of the land. Toward this end, Jonathan will have five villages, each with a "character" of its own.

Jonathan's developers are building all things at once—a town from the bottom up. . . homes, stores, sewers, recreation areas, and industry. The plan calls for Jonathan, in 20 years, to be a complete, self-sufficient town for 50,000 residents. But McKnight also envisions it as a town that will never be completely finished—but will be continually changing for the benefit of its residents.

The potential for this change is being built in now with an eye to the future. For instance, a railroad line running through Jonathan may someday serve as the bed for a rapid transit system to the Twin Cities.

Industry and Business

Industry is playing an important part in developing Jonathan as a town and not just a bedroom community. But not everyone who lives in Jonathan will work there, nor will everyone who works there live there. Eventually, the developers estimate that 40 percent of Jonathan's residents work there, so one of their priorities has been to attract business.



TOP: The first of five village centers rises beside Lake Grace, providing residents with a 24-unit apartment building, convenient shopping, and services.

LEFT: Man-made Lake Grace was stocked with mallards this summer and will be ready for fish-stocking during the dedication in keeping with Jonathan's emphasis on conservation and environmental control.

RIGHT: Uniflo, a Minneapolis-based firm, has developed an air-propelled, simply-designed personal rapid transit system that is one possibility in Jonathan's transportation and traffic-flow planning.

Forward-looking businesses—some as young as Jonathan itself—are growing with the new town. International Time Sharing (ITS) has been in operation for two and one-half years. Its relation with Jonathan may involve more than location someday. Pat Gorman, an ITS vice-president, envisions a day when the computer will be another utility and will reach individual homes by co-axial cables installed for community antenna television.

Jonathan has appeal for older companies as well. Peavey Company has a 96-year tradition as a leader in grain, flour milling, and agricultural services. Company officials say it located in Jonathan's new Technical Center because it sought an environment that would encourage a creative, innovative atmosphere for its research and development and quality control functions.

Innovative Housing

Industry brings residents, and Jonathan is preparing to house them. Private contractors are building homes and multiple dwellings in all price ranges in Village One. Living units are arranged on circular streets that respect the resident's privacy, give a greater feeling of open space, and remove residential areas from the noise and traffic of thoroughfares.

Innovative housing is being built by Jonathan Housing Corporation, which is a joint venture of Northern Natural Gas Company, Omaha, Neb.; Olin Corporation, Stamford, Conn.; Stanford Research Institute (SRI), Palo Alto, Calif.; Burlington Industries of Greensboro, N.C.; and Jonathan Development Corporation. The Housing Corporation is researching and evaluating new building techniques and at the same time providing housing for the growing number of Jonathan residents.



Peavey's director of research and new product development, Dr. John Nelson, looks on as Larry Larkin tests a new product under conditions of exacting temperature and humidity necessary for quality control in one of the new industrial facilities at Jonathan.

Among Jonathan Housing Corporation's projects are flexible dwelling, housing for the 70's—uniquely designed in add-on modules so a house can be built in phases to meet the needs of a growing family. Some other features being researched are movable interior partitions, bathroom components, and kitchen systems that will not become obsolete. Hous-

ing Corporation also plans to build 24 stack apartment units during 1970.

Senator McKnight states, "We don't expect everyone to use the lakes and woods or to live in the giant megastructure that will house the town center. The important thing is that they will have a choice." □

TWO YEARS OF SECTION 236

Where are all the "236's"—the rental and co-operative units for low-income people provided for in the 1968 Housing and Urban Development Act?

Where are all the multifamily projects that can be built with the \$155 million of funding that Congress allocated in 1968-69 to the Section 236 program for subsidizing the interest on rental units?

Children
of Indianapolis
236 project climb the
slide ladder on the
playground.



Until this fall, you had to look long and hard to find any of these projects completed. The first few made a varied assortment:

A rehabilitated high-rise in Oakland, Calif. . . . A group of 20 houses on a reservation near Fort Apache, Ariz. . . . Ninety old military houses rehabilitated in Altus, Okla. . . . A 200-unit rental project in Greensboro, N.C., converted from another subsidy program before completion. . . . A 76-unit apartment in Ellensburg, Wash.

For two years, most government and industry people involved in the program felt that it would become the most successful multifamily program in U.S. housing history. Many still do, despite the program's low visibility. The reason for this seeming paradox is the long lead time necessary for multifamily structures.

LEAD TIME

For example, in New York City early in 1969 ground was broken for one large high-rise project aided by these interest subsidies. Yet the first of more than 1,500 lower income families will not move in until next year. Even with garden apartments, a large project can require a year or more from start of construction to completion.

Much time can also elapse between the day an FHA director agrees to reserve funds for a project and the day ground is broken. Alan J. Kappeler, Chief of the HUD-FHA Multifamily

Exterior of Carriage House East, Indianapolis, one of the first 236 projects in the country.



Housing Assistance Branch, points out that in earlier assistance programs deemed successful by builders the pre-construction stage stretched over an average of 22 months or more.

"The 236 program is moving much faster than any of our older multifamily programs," he adds. "The time from initial reservation to start of construction is very much less. These are taking an average of only nine or 10 months. This means that some projects are getting under way within only two or three months after applications come into local insuring offices."

One reason for the improved time factor, Mr. Kappeler says, is that "more sophisticated builders have been attracted to this program. In part, this is the 'only game in town' for a lot of builders who were building conventionally financed housing until the tight money stopped them."

Also, he points out, local FHA insuring offices have received complete authority to make fast, on-the-spot decisions. Projects are no longer delayed by waits for second-guessing or additional processing up the line in regional offices or Washington.

SUCCESSFUL PROGRAM

Since early this year, Assistant Secretary-Commissioner Eugene Gullledge has insisted that the HUD-FHA housing goal of more than 400,000 subsidized housing starts in 1970 will be met. This includes about 125,000 of Section 236 and related projects in multifamily structures. By last spring, he had set up a new quick reporting system so that his

Marjorie Beitman, Assistant Property Manager for the project's builder, entertains neighbors on Carriage House patio.



staff could know what was going on in each field office within a week.

Through last May, 52 percent of 1,286 projects in HUD-FHA's pipeline came from limited dividend builders. Nonprofit groups sponsored 38 percent, and 10 percent were cooperative projects.

By July 1, starts of subsidized multifamily units totaled more than 72,000, far more than the goal of about 56,000 for the first six months of 1970.

Morton W. Schomer, former Acting HUD-FHA Assistant Commissioner for Subsidized Housing Programs, considers the 236 interest subsidy program so successful that he finds it difficult to divide the available funds among all the would-be builders and sponsors who apply.

"The need is so great among the poor, and the willingness to build these units is so widespread," he said, "that we could eventually let all of the available contracting authority go to one or two state authorities to meet their needs. And some of the builders in the 236 field now are so broadly based that just a few could conceivably sop up most of the available reservations at any given time."

INDIANA EXPERIENCE

One of the best records in the Section 236 program has been in Indiana. The Indianapolis office sought sponsors as soon as funds were allocated early last year; highly qualified builders responded quickly. The first was Gene Glick, a longtime Indianapolis home-builder, who several years ago began building

under the Government's earlier multifamily assisted programs.

The first large Section 236 project to reach final closing this year was Gene Glick's Carriage House East group of 216 townhouses in Indianapolis.

The rents range from \$108 for a one-bedroom apartment to \$148 for a three-bedroom townhouse, utilities included. These are the minimum amounts that tenants pay at the rate of 25 percent of their adjusted incomes. The rentals for families that would not qualify for a subsidy, range from \$162 for the one-bedroom unit to \$222 for a three-bedroom unit.

The units are air-conditioned and have paved terraces or balconies, built-in ranges, refrigerators, kitchen exhaust fans, and garbage disposals. Each project offers a recreation area and includes a neighborhood center with clubhouse and laundry facilities.

Most families renting units in the Carriage House development are young marrieds, although about one-fourth are divorcees with one or more children. The tenants have a variety of occupations—military, police and other municipal workers, insurance salesmen, and blue collar workmen.

Furnishing adequate housing to people of low-income is a national problem. The factors working against a simple answer are varied and complex. But Section 236, interest subsidy on rental units, based on its present use and promise of expansion, offers a practical and attractive program for increasing the housing supply. □

Mrs. Susan Shull holds son, Jeff, up to the sink in their new 236 apartment in Indianapolis.



Living room sliding glass doors enable Mrs. Rodney Hardiman and Mrs. David Patterson to watch their children play.

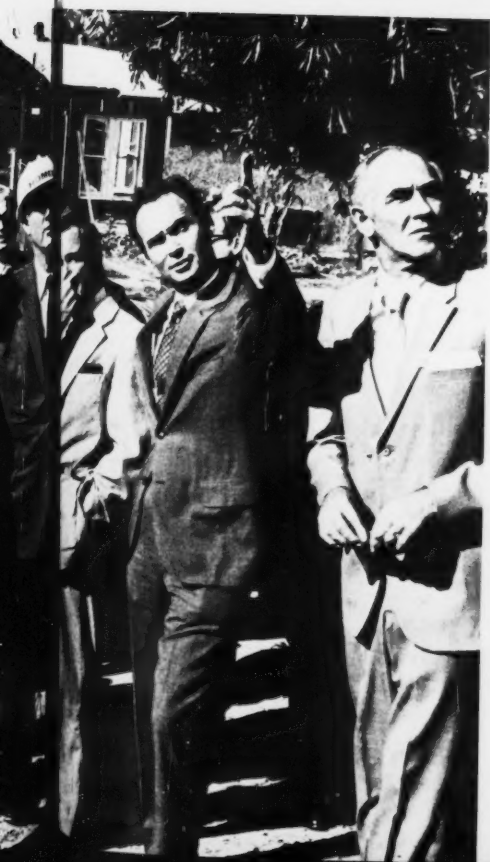
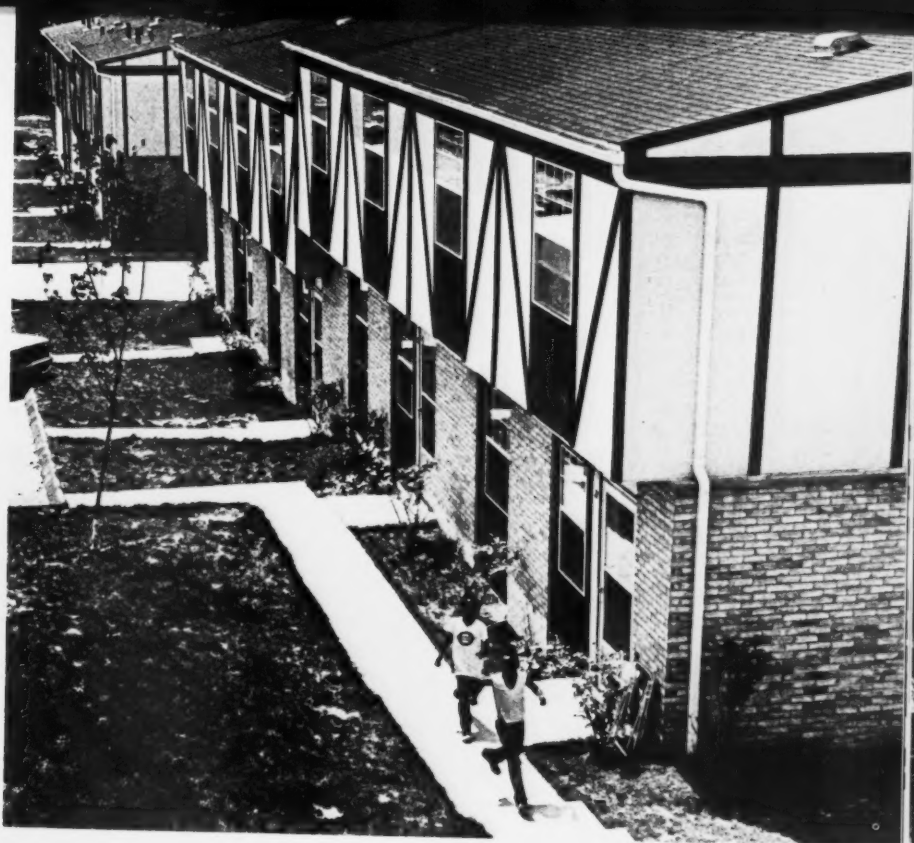
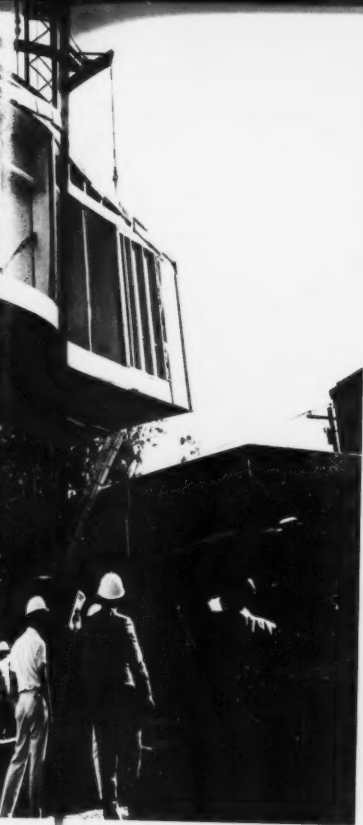


YOUR HOUSE IS READY, M'AM

Factory-built housing, which offers great promise for solving the Nation's housing shortage, is shown here in its various stages from factory to occupancy. More than 50 modular units, each one or more rooms of a house, are on this train going almost 1,000 miles from Avon, N.Y., to Corinth, Miss. The modules were put together as complete homes within a few hours for victims of Hurricane Camille. The units are shown being lifted into place, nearly completed, and, finally, as occupied dwellings.

Pointing out some salient features is HUD Assistant Secretary for Research and Technology, Harold B. Finger. With him are, from left, Gov. John Bell Williams of Mississippi; U.S. Sen. John J. Sparkman of Alabama; David Stirling, Jr., Chairman of Stirling-Homex which produces the modular homes; and Mayor John D. Mercier of Corinth, Miss. Stirling-Homex is one of the Housing System Producers chosen to build prototype homes in HUD's Operation BREAKTHROUGH.





URBAN FORUM

QUOTES COLUMN

"... continuing efforts on many fronts are required to provide a decent home and suitable living environment for every American family. The Administration, the Congress, private industry, and labor must cooperate closely in removing the obstacles and making the commitments necessary to meet our housing objective within the framework of sustainable economic growth."

Richard Nixon
Second Annual Report on National Housing Goals

"... maximizing private effort, and restructured, strengthened institutions at the State and regional and local levels, which can be responsive to the broad problem of community growth and development... is the key to open, pollution free communities—places where people of all backgrounds can live near their jobs and daily activities and find maximum personal fulfillment. Accomplishing the necessary reforms at the State and local levels does not require money first of all, but political leadership and courage, together with citizen understanding of the benefits to be gained."

George Romney
Secretary of Housing and Urban Development

"The fragmentation of suburban political jurisdictions, each with its own zoning and building codes, has been a factor in the developing metropolitan pattern of poor black core cities surrounded by affluent white suburbs."

Richard C. Van Dusen
HUD Under Secretary

"The United States is not only one of the last of the developed countries to formulate an explicit national growth policy, it is one of the last to create a national program to build new towns—new communities... And certainly the new community pattern of national growth should represent a focal point in any policy for orderly development."

Samuel C. Jackson
HUD Assistant Secretary for Metropolitan Planning and Development

"The choices we have as a society are not easy. We must decide not only whether we want to save our urban areas, but also whether we are willing to pay the price."

George K. Bernstein
HUD Federal Insurance Administrator

"Five years ago the typical monthly payment on a \$20,000 house was \$115. To buy the same house today takes an outlay of \$205 a month. Inflated costs and higher interest rates represent the difference. Recently, the Administration's Secretary of Housing and Urban Development put it bluntly; he said that 80 percent of the American people cannot afford to buy a new home."

Mike Mansfield
U.S. Senator from Montana

"... it is diversity, not size, that makes a city.

"To diversity it owes its essential magnetism; it is the richness of experience and the variety of opportunity that draws men to seek the city. This same diversity binds them to its spell.

"It is the preservation and creation of diversity that the city will owe its future life."

Kaiser Aluminum News

"Any crisis involves opportunity as well as danger. If the crises which onrushing urbanization has brought threaten higher education on occasion, they also present a remark-

able opportunity for regeneration. The university, in the process of rethinking its existential nature, should find a renewed commitment to community, in this case, the urban community."

Joseph M. McCarthy
Institute of Human Sciences
Boston College
The Urban and Social Change Review

"For the past 25 years both architects and engineers have possessed the technology to industrialize homebuilding. But institutional factors have blocked the implementation of this technology. Local building codes, in particular, have contributed to the housing industry's impotency."

Charles Field
Harvard-MIT Joint Center for Urban Studies
The Ripon Forum

"Through all of our country's history thus far, the individual has been the fundamental unit of value in our society—and I for one am not ready to grant that population growth or the massive scale of our problems have made the notion obsolete. Indeed I would suggest that the opposite is true—that the quality of our society will increasingly depend on the quality of its individual components... Tomorrow's world, if we build it well, is going to be built, not in our streets, but in our town halls and city halls and in the corridors and meeting rooms of the Federal Government. It is going to be built in our schools and in our neighborhoods. And it is going to be built in business."

H.I. Romnes
Chairman of the Board
American Telephone and Telegraph

"Polls have repeatedly shown that when all is said and done, most Americans do want to see our problems solved, including the problems of poverty, race, and the quality of life. They do want to see justice done."

John W. Gardner, Chairman
The National Urban Coalition

ground freezing

RENEWAL USES AN OLD TECHNIQUE

A 40-story office building in Buffalo, N.Y., is rising on a HUD urban renewal site excavated with a century-old ground freezing construction technique.

When the building is completed in 1971, it will be Buffalo's tallest structure and will contain about 900,000 square feet of rentable space as well as underground parking for 570 cars. Designed on an almost five-acre site, the future Marine Midland Center will straddle Main Street, near the center of the city's principal business thoroughfare.

Costs for the building are estimated at \$40 million. The overall urban renewal program in the area, supported by \$22.4 million in HUD funds, will cover 93 acres of residential, public, and commercial redevelopment.

Ground freezing, the method used in the Buffalo construction, has long been used in other countries for excavating through weak, water-saturated soils, especially for tunnels, sewers, mines, and other deep cavities like the Moscow subway and Paris Metro. Recently, the technique has gained popularity in this country, especially for excavations in water-saturated soil in urban areas where pumping might endanger nearby foundations. Ground freezing can be used for high-rise apartments as well as for commercial buildings.

PREVENTS SOIL COLLAPSE

The theory behind ground freezing is basic: ice holds weak soil together and provides a barrier to water, so digging can proceed without fear of soil caving in. The technique, refined considerably since its inception in the 1880's, involves circulating a freezing solution through pipes in the ground. When the earth is frozen, excavation may begin without danger of soil collapse, and foundations can then be constructed safely.

In Buffalo, the general contractors selected ground freezing as the safest technique to control foundation excavations for a 530-foot skyscraper on the Water-front urban renewal site only one-third mile from Lake Erie; the soil is saturated with sand, gravel, silt, and water.

Because one of the 24 concrete caissons supporting the building was only five feet from the Buffalo Evening News plant, soil movements would have endangered the foundations of this building. A nearby office building and an elevated section of the New York State Thruway also would have been threatened

if usual pumping techniques were used for draining the excavation.

Costs for ground freezing were comparable with those for more conventional techniques, according to Aberthaw-Cowper, the general contractor. This firm also used the method for construction on two other projects last year—a nuclear power plant in Platteville, Colo., and a newspaper plant in Phoenix, Ariz.

STEP BY STEP

This is the way the general contractors described the process in Buffalo. Holes were drilled 36 inches apart and 18 inches from the outside of each of the 24 planned caisson excavations. The holes went about one foot into bedrock, some 70 feet below ground level, to assure necessary dryness in the caisson shafts.

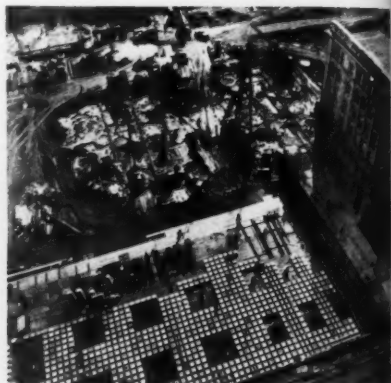
A freezing solution was circulated through pipes lowered into each hole. Special instruments checked ground temperatures around each planned excavation. Freezing continued until the inside of the excavations dropped to between 15 and 20 degrees Fahrenheit. This process took about two weeks.

Then 70-foot-deep, round caissons were dug through the frozen soil. After waiting about one day—until ground temperatures warmed to between 25 and 30 degrees—the concrete was poured. Temperature control was critical; otherwise the concrete could freeze or the ground might thaw and collapse.

Although the temperature rise resulting from the setting of concrete caused the excavation wall to warm above freezing, this fringe refroze in about five days after the concrete gained strength. A cooling effect caused by the surrounding frozen ground also lowered the temperature. These freezing temperatures do not significantly affect concrete after one day. The entire process—from drilling holes to pouring the last concrete—took about four months.

COMMERCIAL ADVANTAGES

Use of ground freezing in Buffalo is a practical example of the advantages this technique offers for commercial building construction. Previously, limitations imposed by crude refrigeration equipment forced contractors to select heavy foundations requiring long construction periods. Development of light, portable, more efficient refrigeration equipment has helped make ground freezing economical for smaller projects. Unlike other dewatering methods, ground freezing reportedly becomes more practical as excavation depth increases.



TOP LEFT: Foundation excavation for a 40-story office building begins at HUD urban renewal site in Buffalo, N.Y.

MIDDLE: Portable refrigeration equipment creates a freeze wall around the excavated area to keep out water and prevent soil collapse.

TOP RIGHT: When completed in 1971, the high-rise building will straddle Main Street, near Buffalo's downtown business district.

BOTTOM: Freezing necessary areas of the five-acre site took two weeks. A cooling solution was circulated through pipes in the ground.

HUD CHALLENGE/November–December 1970

THE BUILDING CODE DILEMMA

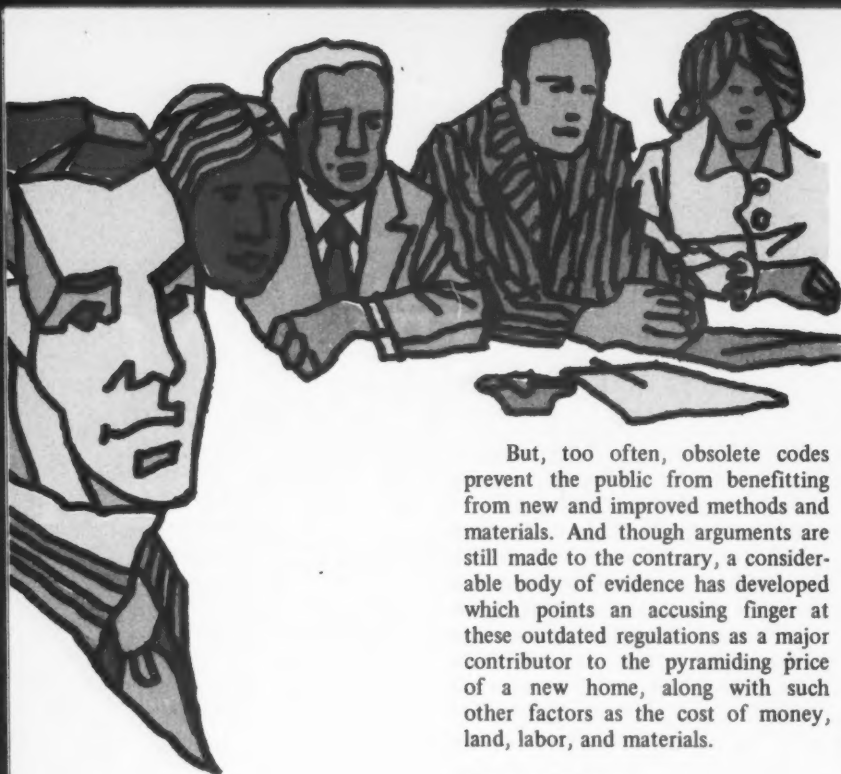
Pros and Cons of Building Codes

In Alabama an attempt was made to enact a state law barring plastic pipe in home construction even though 63 communities in the state were already permitting use of this economic and acceptable material.

An ordinance proposed in Memphis, Tenn., would have added an estimated \$125 to the average cost of a home by requiring a specified type of cable for electrical wiring, barring an available substitute that was less costly and just as safe.

A manufacturer of prefabricated homes, operating in six states, had to cope with 25 building codes jurisdictions which called for 75 different code regulations. Had he complied with all of the regulations, the cost of each home would have been raised by an estimated \$2,500.

Today, some 5,000 building codes are in use across the country, with as many as 100 within a single metropolitan area. Starting out as guidelines to safe and sanitary housing, they have grown into a crazy quilt of archaic, costly, and often conflicting regulations.



But, too often, obsolete codes prevent the public from benefitting from new and improved methods and materials. And though arguments are still made to the contrary, a considerable body of evidence has developed which points an accusing finger at these outdated regulations as a major contributor to the pyramiding price of a new home, along with such other factors as the cost of money, land, labor, and materials.

CODE HISTORY

The first recorded code was enforced about 1750 B.C. by King Hammurabi, a no-nonsense ruler who decreed death for the architect in the event his building fell on the client.

In this country the building code dates as far back as the Indians, and there are some builders—plus prospective homeowners—who would like to give it back to the Indians. The first code, enacted in 1626, prohibited the use of thatched roofs in the Plymouth colony—presumably because they were targets for flaming arrows.

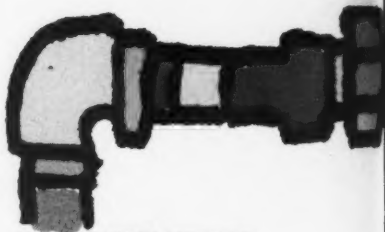
In 1652 Boston passed an enactment, not strictly a building code, requiring at least 12 feet between a privy and the street. The Dutch in New Amsterdam barred rubbish and filth from the streets—a law which in its modern version still challenges the ingenuity of Mayor Lindsay and the N. Y. City Sanitation Department.

Over the years numerous building laws were passed by cities and states, largely on a haphazard basis to meet individual needs. But in the era of general prosperity following World War I, relaxed enforcement of building and housing laws contributed to deplorable conditions in most cities.

In the Housing Act of 1934, which established the FHA program, comprehensive minimum property standards were stipulated as requirements for FHA-insured housing. Their effect was to establish a new level of construction norms and to stimulate improvement in deficient codes.

Shortly before World War II an effort was initiated by industry groups to develop "model codes" on a national or regional basis for various major segments of construction. This has since developed into a set of widely recognized and accepted code guidelines, based on sound testing and judgments. But these model codes are of no force and effect in themselves, since code authority in this country is based on state and local law. A large number of localities, however, have adopted model codes by reference, although in some cases the localities have written in their own variations or made unique interpretations to protect their own entrenched interests or prejudices.

This is why a home can wind up with excessively wide solid masonry foundation walls, plastered interior finish walls, metallic sheathed cable for all wiring, and specifically designated materials, all of which dig deeper into the homeowner's savings as well as pile aggravation on designers, builders, and manufacturers.



UNIFORMITY NEEDED

Plainly, some measure of variation is justifiable. Northern cities must prepare against snow and ice loads not normally found in the South. Other areas must offer protection against hurricanes or earthquakes. Densely populated cities have a greater problem in fire and health protection than smaller communities.

But the strength of steel, concrete, brick, or wood of a given quality is the same in Maine as it is in

This is not to say that building codes per se are an abomination, to be cast into outer darkness. Good building codes are essential. They are needed to protect against fire and structural collapse, and they promote health and orderly development of the community. To be effective, they must also be enforced.

In the period from 1956 to 1960, the National Fire Protective Association's Fire Record Department reported \$1 billion in damages to buildings and their contents from fires where, to a large extent, the safety provisions of building codes were not met.

Violations of building codes brought agonizing death to 602 people in the 1903 Iroquois Theater fire in Chicago and to 492 others in the 1942 Coconut Grove night club fire in Boston.

Codes used after World War II to impose stricter requirements on rampant septic tank development protected communities against a serious sewer menace, even though this measure meant increased costs.

California. So are the ordinary loads that floors and walls have to carry.

Yet in locally developed codes the allowable working stresses in concrete, for instance, may vary from 500 to 1,000 pounds per square inch; minimum thickness of brick basement walls, from 8 to 16 inches for the same height and load; and live load requirements for homes, from 25 to 80 pounds per square foot.

Clearly, uniformity in basic requirements, wherever possible, is not only reasonable but also highly desirable. It would permit the cost savings inherent in volume production and greatly simplify construction problems. A uniform code would also be easier to administer.

MODEL CODES

Local codes derive largely from four basic model code groups, the first of which was the National Building Code, formulated in 1905 by the National Board of Fire Underwriters, now the American Insurance Association.

The four model building codes are considered as performance-oriented as standards and test methods currently available will realistically permit. The codes are reviewed periodically to accept new products and methods, including prefabricated components and completely prefabricated housing. And all four this year developed a single "Dwelling Code" with a single set of requirements.

According to a recent survey, about 80 percent of the communities seeking financial assistance from HUD have adopted by reference one or another of the model building codes.

The trouble lies in the interpretations made by states and cities to suit what they believe to be their own special needs. The National Commission on Urban Problems reported that thousands of local code provisions are often written by or for speculators, builders, and building trade unions.

In sum, the case against locally developed codes is that they add to housing costs, delay construction, block volume production, bar modern materials, inhibit creative design, and lack uniformity in requirements and administration. They are often outdated and the procedures for modernizing them are slow.

Referring to the lack of conformity in building codes and regulations, Robert C. Smith, second vice president of the National Association of Building Manufacturers says, *"If the automobile industry had faced constraints like those imposed on housing, we would have had far more plants producing far fewer automobiles priced beyond the reach of far more people, leaving a tremendous market for horses."*

LIMITS ON PREFAB MARKET

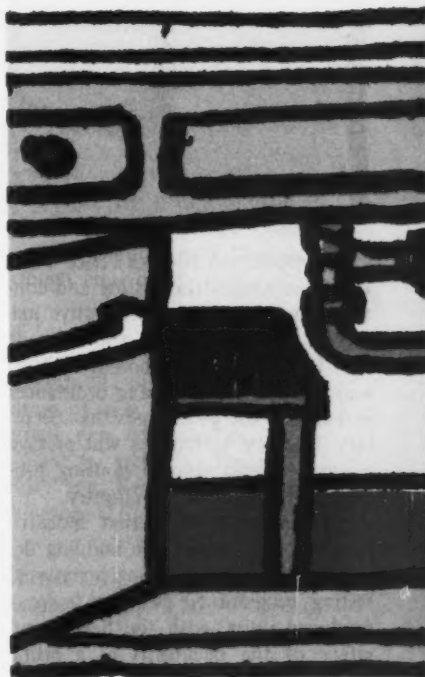
Local codes are a critical problem for the manufacturer of prefabricated homes. His market spreads over hundreds of local jurisdictions, as opposed to the limited local market in which the conventional home builder usually operates.

One survey showed that local codes which exceed both the model code requirements and the FHA minimum property standards raised the cost of a prefabricated home by \$25 to \$640 for each of the items listed in the local regulations. In this survey, the house would cost an extra

\$2,000 if the builder complied with all the requirements, including masonry chimney, extra plumbing, and the use of plaster instead of gypsum board.

LIMITS ON HUD PROGRAMS

HUD is doing all it can to cut through the maze of conflicting requirements and regulations. A comprehensive system of up-to-date codes



plus an effective enforcement program are prerequisites for any community seeking Federal assistance under the Workable Program for Community Improvement, Urban Renewal programs, the Code Enforcement Grant Program, and Demolition Grant programs. Nationally recognized model codes or comparable local codes are considered acceptable in meeting these requirements.

HUD personnel and technical staff work with such organizations as the American National Standards Institute, the American Society for Testing Materials, and other Federal Departments in developing minimum property standards and requirements for building federally financed or insured housing.

In 1927 the International Conference of Building Officials drew up its Uniform Building Code, which has had wide acceptance but is most influential in the West.

In 1945 the Southern Building Code Congress formulated the Southern Standard Building Code, a major code in the South.

The latest was the Basic Building Code developed by the Building Officials Conference of America and published in 1950. This is prominent in the East and North Central areas.



In Operation BREAKTHROUGH, HUD encourages the testing and construction of new and innovative materials. The stipulation also is made that HUD will not be bound by local building codes and zoning ordinances in building the prototypes that Secretary Romney anticipates will presage an era of high volume housing production throughout the country.

To alleviate fears that industrialized housing may have building defects, HUD is establishing a national testing program to evaluate factory-produced units, with the health and safety of the occupants as a prime consideration.

With the Government's seal of approval, housing manufacturers could then ask local governments to waive parts of their building codes. The model code groups have indicated their willingness to participate in this program.

COOPERATION OF LABOR

Labor is taking a cooperative approach. This February, union plumbers and pipe fitters signed an agreement with American Standard Corporation, the nation's largest plumbing fixture and fitting firm, to help manufacture and install factory-made kitchen and bathroom units.

The Union Association of Journeymen and Apprentices of the Plumbing and Pipe Fitting Industry,

AFL-CIO, agreed to establish a wage classification below journeyman for those fabricating the plumbing units.

Last November, three of the nation's largest trade unions—the carpenters, plumbers, and electricians—signed a contract with Prestige Structures, Inc., of Charlotte, Mich., to perform on-site installation work on prefabricated houses.

Earlier last year the International Brotherhood of Carpenters and Joiners, largest of the building trades unions, signed a national labor agreement covering on-site work on factory-built modular homes. This agreement with Stirling-Homex Corporation of Avon, N.Y., was the first of its kind. It permits journeymen to do on-site work falling within the carpenter's jurisdiction.

CODE GOALS

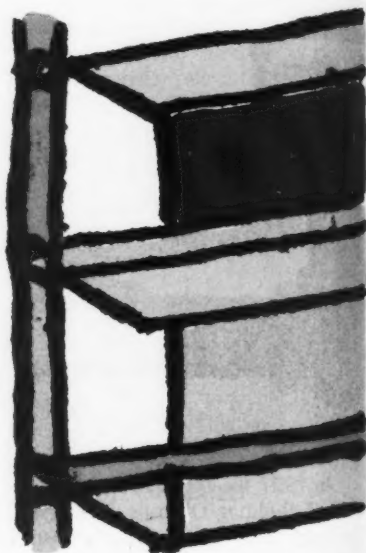
Basic to reform is the principle that codes should be based on performance standards rather than specifications. For example, these standards would specify the required strength of a wall for a given purpose, but not the specific amount of a given material. They would specify the duration of fire resistance, but not the type and thickness of the fireproofing material. New material would be acceptable if it met the standards.

Secretary Romney believes that the states can play a larger role in code reform. He points out that authority flows from the states to local government. The states, therefore, should take positive steps to speed up reform, including adoption of uniform, flexible, and up-to-date building codes applicable to all of their communities. This reform would not only bar restrictive and obsolete codes but would also cover local jurisdictions lacking any regulations.

The states should also set up standards for code enforcement, an advisory service to communities, and an appeals board to decide cases which communities are unable to resolve for themselves.

California and Ohio have shown the way by adopting statewide uniform standards that take precedence over local building codes, allowing state inspectors to conduct inspections of modular and prefabricated homes at the factory.

"This is a great step forward," says Secretary Romney. "If we can continue to make progress along these lines, we will have eliminated one of the major stumbling blocks to high volume housing in this country."



Edward C. Banfield *The Un-Havenly City*. Little, Brown & Co. 1970. 308 pp.

in print in bling

Urban publications available from the Superintendent of Documents, Washington, D.C. 20402

Many who read Banfield's latest book will disagree in whole or in part with his conclusions, but few will question his intellectual courage. The Professor of Urban Government at Harvard and former Chairman of the President's Task Force on Model Cities applies his background to neatly dissecting contemporary urbicultural wisdoms, including housing, employment, education, poverty, crime, riots, and racism.

Early in the volume, he develops the concept that although conditions in the cities have substantially improved in an absolute sense compared to the past, things have been getting worse *relative to what we have been led to believe they should be*. In short, rising expectations have outpaced our capacity to achieve improvements in our society.

Banfield anticipates at least 20 years of serious problems in the cities. He argues that present government policies tend to aggravate rather than solve problems.

In what appears to be a slightly tongue-in-cheek mood he advances alternative "feasible" solutions and then quickly acknowledges these would not be politically acceptable. Conversely, he says, politically solutions usually are not feasible. Rather, Banfield anticipates economic growth, demographic changes, and a general population migration into the upper and middle "classification" to alleviate and perhaps eventually eliminate many of the city's problems.

Banfield's book makes its greatest contribution in problem analysis and identification rather than providing solutions.

The reader may quarrel ideologically with his somewhat pessimistic conclusions and react with shock to some of his "feasible" solutions, but Banfield is not seeking to win any popularity contest. His objective apparently was to ventilate the shibboleths of contemporary urban thought, provoke discussion, and above all encourage the development of a perspective by which to judge social progress.

By John M. Dickerman
Principal of the housing and construction
consulting firm of John Dickerman &
Associates, Inc. of Washington, D.C.

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Urban Renewal: One Tool Among Many. 15 pp. \$20.

The Report of the President's Task Force on Urban Renewal, May, 1970.

Toward Better Housing for Low Income Families. 20 pp. \$25.

The Report of the President's Task Force on Low Income Housing, May, 1970.

Basic Laws and Authorities on Housing and Urban Development 1,012 pp. \$4.00.

Prepared by the House Committee on Banking and Currency, a comprehensive listing of laws, Executive Orders, and other authorities cross referenced by U.S. Code citations and Section numbers. Revised through January 31, 1970.

Developing New Communities: Application of Technological Innovations. 222 pp. \$1.75.

A survey and evaluation of new technologies for planning and developing new communities. Prepared with a HUD grant by architects David A. Crane of Philadelphia, and Keyes, Lethbridge, and Condon of Washington, D.C.

Operation BREAKTHROUGH—Mass Produced and Industrialized Housing. 72 pp. \$70.

A bibliography compiled by the HUD Library listing books, reports, and articles on industrialized building techniques.

Current books available in the HUD Library

Urban Planning in Transition, edited by Ernest Erber. Grossman, 1970. 323 pp. \$15.

Papers from the 1968 American Institute of Planners Conference examine the role of planners in the 1970's.

Cities in Trouble, edited by Nathan Glazer. Quadrangle, 1970. 276 pp. \$6.95 or \$2.45 paper.

A selection of articles from *The New York Times Magazine* include contributions by Daniel P. Moynihan, Herbert Gans, James Q. Wilson, Bayard Rustin, and Christopher Jencks.

By William L. Slayton
Executive Vice President
The American Institute of Architects

Mr. Slayton, a planner, developer, and administrator, has been active in local and national housing and urban development over two decades. He served as Urban Renewal Commissioner of the former Housing and Home Finance Agency (1961-1966), and as President of Urban America, Inc. (1966-1969). As a partner and Vice President for Planning and Redevelopment of I. M. Pei and Partners, he was actively involved in major redevelopment projects in the early days of the program.

After four decades of innovation and experience, we face the 1970's with a growing consensus that we still cannot provide choice and variety in shelter for all Americans. We have layered program upon program in the attempt to meet what appeared at the time to be the current housing deficiency. New administrations and Congress have fashioned their own brands of housing solutions. Our layer cake housing program is now a conglomerate, its complexities confounding even the housing expert.

We started in 1934 with the FHA program—probably our most successful program. These elements made the FHA program a success: development of demand, protection of the mortgagee's investment in housing, and reliance upon consumer choice in the private market under which each purchaser selected the house of his choice in a location of his choice at a price of his choice. These elements should be guiding forces in new programs to deliver housing.

FHA can be faulted, however, for not insuring mortgages on existing housing in inner-city areas.

HOUSING OBJECTIVES IN THE SEVENTIES



As the Nation advances into the decade of the seventies, the demographic imbalance increases as the population continues to migrate from the diminishing number of farms into sprawling urban areas. Farms such as this one outside Pittsburgh become part of the suburbs.

...with full knowledge of our
and urban growth program that will avoid gimmicks and p

We have only recently recognized the social consequence of concentrating public housing for low-income families in ghetto areas. Along with this recognition came imaginative programs for public housing to operate in a different manner. Turnkey leasing and the purchase of existing housing now make it possible for a housing authority to distribute housing throughout the city. Urban renewal, rent supplement and the 236 interest subsidy program have been effective in providing slum clearance and middle-income rental housing.

The basic objective of a housing program should be to make housing available for all families, regardless of income or race, in locations of their choice, of a size commensurate with their needs, in a style reflecting their modes of life, and at a price within their means. The most simple approach to such an objective is to provide each family with sufficient income. President Nixon's family welfare plan is certainly an initial step in this direction, although \$1,600 per year is clearly an inadequate base to meet this goal.

We know, however, that we are years away from such an objective. We know that in the interim it will be necessary to provide subsidies to a good many families. In fact, we know that four out of five American families cannot now afford to buy the new housing on the market. Even with some form of minimum family income the cost of housing probably will require some sort of housing subsidy for the lowest economic group. Under these circumstances, what should be our housing program?

The first element should be an emphasis on consumer choice. Rather than have the government determine location, style, character, and size, these choices should be left to the consumer. This means the subsidy should go directly to the family, the consumer. As in Section 235 homeownership for low-income families, a formula should be established on what the family can afford to pay, taking size of family and geographic location into account. A housing subsidy should be provided to enable the family to buy or rent a standard house or accommodation.

Such a system could operate in the private market. A demand would be generated for housing within a certain price category both for sale and for

rent. This should stimulate the private developer to produce standard housing within this price range. Certainly that was the effect of the demand generated by FHA among middle-income families.

Clearly we cannot produce such housing if there are insufficient capital funds. We ought not have any hesitancy in channeling government funds into the mortgage market. There is no reason why social security funds and veterans' insurance funds, for example, cannot be used to provide additional capital to assure an adequate supply of housing. If we recognize the social importance of housing, we ought not hesitate to skew the capital investment system so that adequate funds are channeled into the mortgage market, instead of using anti-inflation measures that hurt housing more than any other industry.

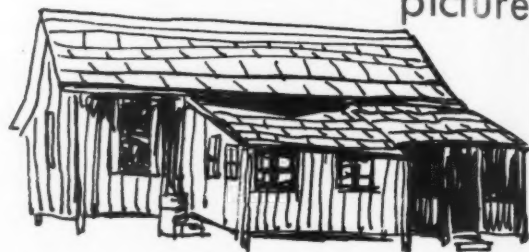
Even with the direct subsidy to the family and even by channeling government funds into the mortgage market, there still would be a major omission in the housing program. The private market alone will not generate housing for these subsidized families in a sufficient quantity or variety of locations to make freedom of choice a reality rather than a hollow phrase.

Certainly we should be able to establish public development corporations with the power of eminent domain that would be able to foster urban growth by acquiring raw land and preparing a development plan for a satellite new town or a free-standing new town, or perhaps even a major subdivision on the periphery of a metropolitan area. Such a development corporation would install the necessary utilities, streets, and public facilities, as well as sell or lease the land to private developers, who would agree to develop in accordance with the plan. This would have the benefit of providing builders with sites at non-speculative prices with the assurance that they would be building in a planned community. It would also create the kinds of communities that we have too seldom built—communities such as Columbia or Reston.

In such a climate of awareness, with full knowledge of our past mistakes and successes, we can build a housing and urban growth program that will avoid gimmicks and produce real solutions in the 1970's. □

owled our past mistakes and successes, we can build a housing
gimmick and produce real solutions in the 1970's.

SHE: cuts a pretty housing picture



Throughout California's sprawling San Joaquin Valley stand more than 550 monuments to an energetic and innovative nonprofit sponsor of low-cost housing—SHE.

The monuments are, of course, homes—sturdy, well-built, and attractive. Sponsored and developed by Self-Help Enterprises, Incorporated (SHE), they house the people who helped build them—550 urban and farm labor families. When gathered in one place, the owner-builders approximate the racial mix of a "United Nations": Mexican-Americans, blacks, American Indians, Filipinos, and "Anglos" (whites).

Self-Help Enterprises celebrated its fifth anniversary in April by announcing plans for increased production, new loans, a pre-fab factory (turning out 10 homes per month), new minority enterprises, and training programs—demonstrating that SHE has successfully enlisted political and financial support from the community.

After touring the factory and completed homes, HUD Assistant Secretary for Equal Opportunity Samuel Simmons, SHE's Fifth Anniversary speaker, said, "We must at HUD increase our support of nonprofit sponsors such as Self-Help Enterprises. We must increase our support of good, expertly conceived and effective self-help projects such as those I visited this morning. We must as a nation involve ourselves more and more in helping people help themselves. This is what our national government is all about."

Barn Raising Approach

The self-help program in the San Joaquin Valley was initiated in 1961 by the Friends Service Committee and incorporated in 1965 as a nonprofit organization. The idea was based on a similar housing program set up in western Pennsylvania during the Depression through which neighbors, in groups, constructed their homes.

This old-fashioned "barn raising" approach is still employed by participating families. SHE provides a group coordinator to organize families and assigns a construction supervisor to the group to direct the homebuilding.

The families perform all construction work, except the wall tiling, cabinet construction, and plumbing. As a result of a down payment of some 1,500 hours of

labor, a family with a mean income of \$3,800 can own a well constructed, attractive home worth from \$10,000 to \$12,000 on the open market. Monthly payments run about \$40, plus taxes and insurance.

A SHE progress report in February 1970 showed 514 homes were built and occupied, 142 were being processed, and 234 were in the construction phase. These homes are to provide shelter for families comprised of 6,804 individuals. Most of the homes are located on scattered sites in low-income areas, although some are located in small subdivisions within such cities as Visalia, where SHE's main staff is headquartered.

SHE homes often stand out as shining examples amidst some of the nation's worst housing, since much of the farm labor housing in the San Joaquin Valley violates normal standards of health, safety, and comfort.

Interdepartmental Assistance

To date, most SHE homes have been constructed under programs of the Farmers Home Administration, limiting sites to smaller communities. Now, with an initial HUD commitment of 100 Homeownership Section 235 units, SHE has extended its activities into larger communities such as Visalia, Fresno, and Bakersfield, Calif.

SHE's administrative and technical staff is supported through funds from the Office of Economic Opportunity (OEO), plus some private foundation grants. A staff of 120 is augmented by 20 carefully selected VISTA volunteers, including professionals in both housing matters and counseling.

SHE's program includes homeownership counseling, on-the-job training, contract opportunities, credit union membership, and stewardship. Homeownership counseling is conducted at regular meetings and is intended to prepare potential homeowners for the many problems of acquiring and maintaining a home. It has been found, for example, that when low-income families purchase a home, their credit standing correspondingly improves. This often leads them (and creditors) to inflate their credit posture with purchases far beyond their ability to pay.

Contract opportunities have been worked out with the Forest Service, mainly in the areas of conservation,



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pollution control, and improvement of park and recreation facilities. Twenty projects totaling \$148,000 have been awarded to date. Presently, contracts are negotiated with SHE. As soon as the contracting teams of seasonal and migrant farm workers become well organized, contracts will be awarded directly to them as individuals or group entrepreneurs.

Providing Opportunities

Training and entrepreneurial opportunities are provided in the pre-fab factory and the cabinet shop, which outfits one kitchen per day to meet SHE's construction needs and private demands. The pre-fab factory, which is slated for an \$85,000 HUD demonstration grant, is training self-help homeowners to become skilled modular production workers.

The pre-fab factory is under the supervision of William Hammond, a former space industry engineer who "escaped" from Los Angeles to the less crowded, pristinely rural San Joaquin Valley. Hammond virtually abandoned a newly purchased orange grove when he discovered SHE. In fact, some of his former orange-pickers are SHE homeowners and workers in the pre-fab factory. Hammond's engineering abilities helped develop the modular system employed by the factory. He devised a system which lends itself to operation by persons unskilled in home construction.

Heading the SHE staff are Director Robert Marshall and Assistant Director Richard Mishler. Marshall is a former teacher who left that profession to take on a series of community efforts sponsored by the Friends Service Committee, including neighborhood guilds and a self-help housing cooperative in Pennsylvania. He has been SHE director since 1966.

Also an ex-teacher, Mishler is a Peace Corps "graduate" under whose two and one-half-year directorship a self-help housing program was established in Santiago, Chile. Mishler came to SHE in 1967 as a research development director, having previously worked with the American Association for International Development.

Both epitomize the SHE staff esprit de corps: "We're here because we dig it."

Sweat equity SHE homeowners are being trained to become efficient modular construction workers in SHE's pre-fab factory, Bravo Industries, which is turning out 10 complete homes each month. Goal is 20 homes per month.



Mrs. Laura Mendoza and family symbolize the SHE program. Families give up to 1,500 hours of sweat equity time in lieu of a cash downpayment. The women work during the week and the husbands pitch in at night and on the weekend.



Sources of Assistance

Of course, SHE is plagued with all the problems confronted by other developers and builders: administrative costs, land acquisitions, land development, interim financing, materials, supplies, etc. But substantial help has arrived or is on the way.

Cutbacks in OEO funds for SHE's administrative expenses are being re-examined. HUD's grant to underwrite the demonstration modular factory will help immeasurably. Moreover, SHE received a gift of 50 acres near Bakersfield in Kern County for future home sites. "Visalia 11," a project consisting of 10 to 12 units, has been assisted through an \$85,000 interest-free loan from the St. Paul's Episcopal Church Self-Help Housing Corporation for land acquisition.

The Fresno City Council has approved a loan of \$150,000 (at 6½%) from city funds for construction of units under HUD's Homeownership and Cooperative Housing Programs (Section 235 and 236). An insurance company participating in the Billion Dollar Urban Prob-

lems Program has agreed to provide \$200,000 in long-term financing at one discount point below the going market rate of Fannie Mae. The Fresno Fireman's and Policemen's Pension Fund has announced that it will approve a \$150,000 loan for additional construction.

What does SHE mean to the participating families? Mrs. Salvador Gutierrez of Richgrove, Calif., expressed the common feeling: "When we finish, we will have the satisfaction of having accomplished something. We will give our children a place to enjoy living and a place where they can bring their friends and not be ashamed of their house."

"The problems have been many and the hours long, but the feeling of having something of our own helps to make me forget the years of helplessness and depressed feelings. I believe that with faith in God and by people working together hand in hand we can accomplish whatever we want. We don't want anything handed to us; we just want an opportunity to work with our hands and pull ourselves out of the situation we are in." @

The Leenorman Todd family invites Assistant Secretary Simmons to inspect their new, Section 235 home.



FHA FINANCING TYPICAL EXISTING HOME



	1969	1960
Sale Price	\$16,814	\$13,284
Down Payment	893	1,255
Closing Costs	396	277
30-yr Mortgage	15,938	12,047
Monthly Payments, Utilities, Maintenance	178	121
Value of House	17,123	13,268
Value of Lot	3,696	2,354
Buyer's Income	10,694	6,784

Square Footage	1,103	1,057
Buyer's Age	33	34

FHA FINANCING TYPICAL NEW HOME



	1969	1960
Sale Price	\$20,563	\$14,662
Down Payment	1,239	1,039
Closing Costs	458	289
30-yr Mortgage	19,324	13,611
Monthly Payments, Utilities, Maintenance	205	129
Value of House	21,030	14,855
Value of Lot	4,300	2,477
Buyer's Income	10,678	7,168

Square Footage	1,180	1,091
Buyer's Age	33	34

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